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PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1994-1995

Revised estimates under sections 3, 4 and 11A

United Nations Special Coordinator in the Occupied Territories

Report of the Secretary-General

I. BACKGROUND

1. The signing of the Declaration of Principles on Interim Self-Government Arrangements 1/ by Israel and the Palestine Liberation Organization (PLO) on 13 September 1993 represented a major breakthrough in the efforts to achieve a just, lasting and comprehensive settlement in the Middle East, an objective to which the United Nations has been committed for decades. It was welcomed by the General Assembly in several resolutions, the most recent of which was resolution 48/213 of 21 December 1993, entitled "Assistance to the Palestinian people". In that resolution the General Assembly, inter alia, urged Member States, international financial institutions of the United Nations system, intergovernmental and non-governmental organizations and regional and interregional organizations to extend, as rapidly and as generously as possible, economic and social assistance to the Palestinian people in order to assist in the development of the West Bank and Gaza, and to do so in close cooperation with the PLO and through official Palestinian institutions; considered that an active United Nations role in assisting in the implementation of the Declaration of Principles on Interim Self-Government Arrangements, including its annexes, and its Agreed Minutes, could make a positive contribution; called upon relevant organizations and agencies of the United Nations system to intensify their assistance in response to the urgent needs of the Palestinian people, and to improve coordination through an appropriate mechanism under the auspices of the Secretary-General; and requested the Secretary-General to ensure the coordinated work of the United Nations system for an adequate response to the needs of the Palestinian people and to mobilize financial, technical, economic and other assistance.

2. It has been widely recognized by the international community that, in order to sustain popular support for the Declaration of Principles, it would be essential to promote economic and social development in the occupied territories and to bring about as quickly as possible tangible improvements in Palestinian living conditions, particularly in the Gaza Strip, where needs are greatest. Anticipating these concerns, the Secretary-General established, in early September 1993, a high-level task force to identify the new activities which could be rapidly implemented by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), the United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF), the three United Nations agencies currently operating in the occupied territories.

3. The report of the task force, which identified immediate additional needs for the Palestinian people assessed at $138 million, was made available to the Conference in Support of Middle East Peace, which was convened by the United States and the Russian Federation, as co-sponsors of the peace process, in Washington, D.C., on 1 October 1993. The Conference pledged some $1.6 billion in economic assistance to the occupied territories over a two-year period. Conference participants acknowledged that, in view of its extensive operations in the area, the United Nations would be an effective channel for such assistance, particularly in the short term. This assessment is shared by the World Bank.

4. On 14 September 1993, the day after the signing of the Declaration of Principles, the Chairman of the Executive Committee of the Palestine Liberation Organization, Mr. Yasser Arafat, in a meeting with the Secretary-General in New York, requested United Nations technical assistance in a variety of sectors, in particular for building the Palestinian administration to be entrusted with the tasks of self-government.

5. In response to those requests, the Secretary-General dispatched, in October 1993, a technical mission to Tunis and the occupied territories, for consultations with the PLO leadership. The mission also met with senior officials in Egypt, Israel and Jordan. The parties welcomed the intention of the Secretary-General to ensure a unified and coherent approach in the provision of economic, social and other assistance in the occupied territories. The mission also met with representatives of the United Nations agencies and programmes operating in the West Bank and Gaza, as well as the World Bank team that was visiting the area at that time.

II. ORIENTATION OF THE PROGRAMME AND DESCRIPTION OF ACTIVITIES TO BE IMPLEMENTED DURING THE BIENNIUM 1994-1995

6. It should be noted that the framework in which United Nations assistance is provided in the occupied territories differs significantly from that of country programmes, which traditionally operate under the auspices of the UNDP Resident Coordinator. In view of the mandates of UNRWA, UNDP and UNICEF and the nature of their respective operations, the Secretary-General believes that it would be inappropriate to designate one as the "lead agency" in the occupied territories with the responsibilities of implementation of resolution 48/213. Given the complexity and sensitivity of the situation in the region and the multiplicity

of factors outside the United Nations system which will be involved during the transitional phase, it will be necessary to establish a specific mechanism to ensure effective coordination and intensification of international assistance to the Palestinians in the occupied territories to meet their immediate and longer-term needs. In reviewing developments since September 1993, the Secretary-General has concluded that the establishment of such a mechanism is urgently required.

7. The Secretary-General intends to appoint a Special Coordinator who would serve as a focal point for all United Nations economic, social and other assistance to the Palestinians in the occupied territories. The Special Coordinator would provide overall guidance to and facilitate coordination among the respective United Nations programmes and agencies which are operating in the territories, so as to ensure an integrated and unified approach towards economic and social development. In this connection, the Special Coordinator would maintain constant contact with the specialized agencies and the World Bank, as well as non-governmental organizations and the donor community in general.

8. The Special Coordinator would represent the Secretary-General in the Ad Hoc Liaison Committee for Coordination of International Assistance to the Palestinians that has been established to follow up the Conference in Support of Middle East Peace. The Special Coordinator would also maintain contacts with relevant regional organizations and financial institutions on the issues within his mandate.

9. In addition to these coordinating functions, the Special Coordinator would support the implementation of the Declaration of Principles, as requested by the parties. The United Nations has already been requested by the PLO to assist with the training of the Palestinian police force, the establishment of which is envisaged in the Declaration of Principles. This, and other responsibilities in the territories which may be entrusted to the United Nations and which fall outside the sectoral briefs of the United Nations agencies and programmes, would be the direct responsibility of the Special Coordinator.

10. The Special Coordinator would be appointed at the Assistant Secretary-General level effective immediately. He would be stationed in the occupied territories, with an emphasis on Gaza. The duration of the appointment would be limited and would not exceed the time required for the implementation of the Declaration of Principles.

11. During the biennium 1994-1995, the Special Coordinator would concentrate on coordinating the channelling of United Nations assistance to the occupied territories. In this context, he would participate in meetings of the multilateral mechanism established to follow up the Conference in Support of Middle East Peace, hold meetings and maintain liaison with donor countries and specialized agencies operating in the territories and launch the technical assistance programme of training the Palestinian police force. He would prepare reports of the Secretary-General to the Economic and Social Council and the General Assembly at their annual sessions in 1994 and 1995 on activities implemented in the field of assistance to the Palestinian people.

III. RESOURCE REQUIREMENTS

12. For the successful discharge of his mandate, the Special Coordinator would require support staff and funds for the operational needs of his Office.

13. Staff requirements for the Office of the Special Coordinator are estimated at the level of five Professional (one D-1, one P-5, one P-4 and two P-3 posts) and three General Service posts. All the above posts are proposed for the period from 1 April 1994 to 31 December 1995.

14. The functions of the Professional posts would be the following:

(a) The D-1 post would be for a Chief of the Office of the Special Coordinator, who would be responsible for the organization and supervision of the substantive work;

(b) The P-5 post would be responsible for the day-to-day coordination of international assistance programmes with specialized agencies and other organizations of the United Nations system, other international and regional organizations and financial institutions;

(c) The P-4 post would be for an officer who would be responsible for the implementation of the programme of training of the Palestinian police force;

(d) One P-3 post would be for an assistant to the officer responsible for the training programme of the Palestinian police force;

(e) The other P-3 post would be for an officer who would assist the Chief of the Office in the organization of its functioning, including the administrative aspects.

15. It is estimated that the above requirements could be financed in part through redeployment of posts from activities relating to the occupied territories. In particular, it is proposed to redeploy one P-4 post, budgeted under section 11A, United Nations Conference on Trade and Development, from the organizational unit in the secretariat of the United Nations Conference on Trade and Development (UNCTAD) responsible for research and analysis relating to trade and mobilization of financial resources in the context of the programme of assistance to Palestinian people in the economic field. It is also proposed to redeploy two P-3 posts from the programme "Question of Palestine", budgeted under section 3, Political affairs, which are currently in the Division for Palestinian Rights. The related costs would amount to $215,100 and $291,100 respectively.

16. The remaining posts (one ASG, one D-1, one P-5 and three General Service posts) are proposed to be established as new posts. The related costs for the biennium 1994-1995 would amount to $1,457,500. In addition, an amount of $326,600 would be required for staff assessment under section 28, Staff assessment.

17. In addition to the Professional staff resources proposed above, it is expected that the staff resources of the Office would be strengthened through

the loan of posts from specialized agencies and programmes of the United Nations system under bilateral arrangements with interested organizations. This issue would be addressed in consultations with those organizations following the arrival of the Special Coordinator in the area.

18. The non-post requirements of the Office of the Special Coordinator are estimated as follows:

	United States dollars
(a) Mission subsistence allowance for international staff ($41 per day);	241 500
(b) General temporary assistance (local staff: one driver, one messenger, two interpreters/translators from and to Arabic, 21 work-months for each)	254 300
(c) Travel of the Special Coordinator to attend meetings and for consultations with Headquarters, donor countries and international and regional organizations and some travel of staff within the territories	100 000
(d) General operating expenses	315 000
Total	910 800

19. The total additional requirements in relation to activities of the Special Coordinator in the biennium 1994-1995 would thus amount to $2,368,300.

20. The above requirements have been estimated on the following assumptions:

(a) The operation would be considered a non-family mission;

(b) The international staff would receive a mission subsistence allowance (MSA). The MSA rate ($41/day) has been determined on the basis of the outcome of the recent MSA review conducted in the Gaza Strip for military observers in the United Nations Truce Supervision Organization (UNTSO);

(c) A tentative provision of $315,000 is proposed for general operating expenses for the Office, on the understanding that in the light of actual experience the related requirements may be revised later on and reported to the General Assembly accordingly.

21. The requirements estimated in paragraph 19 above represent the net amount of the resources for the activities of the Office of the Special Coordinator. They are broken down by budget section as follows:

		United States dollars
Section 3.	Political affairs	(291 100)
Section 4.	Peace-keeping operations and special missions	2 874 500
Section 11A.	United Nations Conference on Trade and Development	(215 100)
Total		2 368 300

22. As regards the financing of the training of the Palestinian police force, the modalities remain to be worked out. It is expected that funds would be provided in the framework of the activities of the Ad Hoc Liaison Committee for Coordination of International Assistance to the Palestinians that has been established to follow up the Conference in Support of Middle East Peace. The United Nations staff resources to supervise the project implementation would thus represent the United Nations contribution in the financing of that programme.

IV. CONTINGENCY FUND

23. It will be recalled that, under the procedures established by the General Assembly in its resolutions 41/213 of 19 December 1986 and 42/211 of 21 December 1987, a contingency fund is established for each biennium to accommodate additional expenditures derived from legislative mandates not provided for in the programme budget. Also, each statement of programme budget implications and each proposal for revised estimates should contain alternatives to the financing from the contingency fund of the proposed new activities.

24. Given the magnitude of the requirements for the implementation of resolution 48/213, it has not been possible to identify activities within section 4, Peace-keeping operations and special missions, which could be terminated, deferred, curtailed or modified during the biennium to finance the net additional costs of the above activities. In the event that resources from the contingency fund were not available to finance the activities, implementation of the activities would be postponed to the biennium 1996-1997.

25. In conclusion, subject to the guidelines for use and operation of the contingency fund, an additional appropriation of $2,368,300 is requested for the biennium 1994-1995, broken down as follows:

	United States dollars
Section 3.	(291 100)
Section 4.	2 874 500
Section 11A.	(215 100)

In addition, an amount of $326,600 for staff assessment would be required under section 28, Staff assessment, to be offset by the same amount under income section 1, Income from staff assessment.

Notes

1/ A/48/486-S/26560.